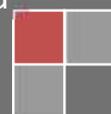


2015

National Training Policy for Rural Development and Panchayati Raj

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Training Policy for Rural Development and Panchayati Raj

Introduction

Strengthening the Rural Development and Panchayati Raj system across the country is a key objective of the Ministry of Rural Development.

The overall vision of the National Training Policy is ensuring basic training for all rural development functionaries and Elected Panchayat Representatives (EPRs), with full coverage in a time-bound manner. In order to translate the vision into actions, a policy plan is necessary. This document spells out the National Training Policy to achieve the stated vision and mission and mandated objectives of Rural Development and Panchayati Raj.

Rapid changes have been witnessed in all spheres of development during the last few decades, owing mainly to development of technology and communication. From the earlier approach of development being the administrative responsibility of the Government, we have witnessed the increasing role of the Voluntary Organisations and the Civil Society. The Constitution's 73rd Amendment has mandated the process of decentralization of powers and functions right down to the gram panchayat levels. From the earlier concept of centralized planning and administration of developmental schemes, we have come to grassroots planning and administration.

The changed operating environment of rural development has meant rapid changes in the basic concepts and approaches to Rural Development and Panchayati Raj also. Cognizant of the changed reality, the earlier programmes of rural development have been restructured, merged or modified to meet the current needs. Furthermore, this process of change has now become an ongoing reality and in order to be properly tuned to the requirements of clear conceptualization, good planning and successful implementation of Rural Development and Panchayati Raj programmes, the necessary skills and capabilities of the functionaries have to be continuously upgraded.



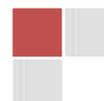
Training Policy

The policy addressed the basic issues of training objectives, training resource persons, training frequency, sharing of responsibility and workload through networking and resource mobilisation to have a clear and coherent vision of training and craft a workable strategy for the purpose.

Objectives of the Training Policy

The National Rural Development and Panchayati Raj Training Policy would have the following objectives:

- i) To develop skills and competencies of the people related to rural development.
- ii) Increase the reach of training to district, block and village levels.
- iii) Improve the quality of training at all levels for enhancing organizational effectiveness.
- iv) Bring about better coordination and networking among institutions of training in diverse sectors.
- v) Promote macro, meso and micro level annual action plans to facilities need based goal oriented training.
- vi) Dovetail training under diverse programmes budget heads, including under externally aided projects to avoid duplication of efforts and achieve optimum results from resources invested in training.
- vii) Building/strengthening the constituency for Rural Development related training in the induction training curricula of various services, particularly the services which provide manpower for Rural Development programmes at various levels.
- viii) Identifying new areas of Research and Development
- ix) Human Resource Development other than policy matters. (General rules and regulations)
- x) Analyse and propose solutions to problems in planning and implementation of the programmes for Rural Development and Panchayati Raj
- xi) Disseminate information through periodicals, reports and other publications.



Training Periodicity

As part of Human Resource Management (HRM) and Human Resource Development (HRD), the issue of training periodicity will apply differently to different categories. Ideally all the functionaries, elected representatives and others must be suitably trained once at the time of getting into a job relating to Rural Development. Thereafter, refresher training/reorientation needs to be provided to functionaries. Refresher training for elected representative may not be feasible because the normal tenure of an elected representative is 5 years. But training for elected representative would also be repeated cyclically after every election though the number may perhaps reduce considerably after second round of elections as a result repeated terms for which representatives are returned to office. Distance learning and training can, however service the need for upgradation of knowledge sharing of experiences and fast practices.

As regards to officials and functionaries, the reality would be somewhat complex compared to the ideal. Quite a number of functionaries may be stepping into Rural Development related jobs with some exposure to and experience of Rural Development and Poverty Alleviation work. Besides, there could be unexpected transfers in relatively short tenures. Also some fresh entrants might have had Rural Development training as part of the service induction training. In these circumstances, it would help to create training profiles of the officials and functionaries, in the first phase of officials at district and block levels, and in the second phase of all the functionaries. In any case as part of human resource development and management functionary specific information of this nature need to be a part of the establishment records. These profiles could be created and maintained at the level of respective organisations and offices. The aim would be to provide training to the officials and functionaries preferably in the first three months of taking up the assignment and a refresher/reorientation exposure in the period of 3-5 years. Modes of training directly through field exposure, class room or through distance methods can be decided based on specific needs and availability of resources.

Resource Mobilisation

Lack of resources has been identified as a major constraint. Recommendations have been made in this regard by various technical and expert groups set up to look into the training issues in the past, suggesting earmarking one per cent of Rural Development programme funds for training. Recognizing the difficulty in applying the criteria of one per cent flatly to all the programmes, including the



programmes under which financial provisions are basically for construction of roads or houses it is proposed that these programmes must earmark one per cent of their total allocation for training and human resource development where human content in making the programmes successful is critical and vital.

Thus, efforts now should be to raise resources from the following:

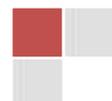
1. Increase in training budget. Particularly, in the training sub-head for training of PR representatives and RD functionaries.
2. Allocation of funds from the programme specific budget where human resource inputs are vital.
3. Externally aided projects.
4. States funds
5. Other sources including possibly banking and private corporate sector.

Training Resource Persons

The task in this is twofold - one capacity building of the faculty of training institutions and two creating a reasonably large and good mass of trainers from amongst the officials in the field. A system can be evolved to create sustainable linkage between this created mass and the SIRDs/other identified institutions to continue to update their skills and knowledge and also keep them involved. There could be many advantages of this system. Principal among these would be the advantaged of this mass and the training institute faculty mutually gaining from each other through interactions between the field and the institution and getting good trainers for (decentralized training, particularly for elected representatives of Panchayati Raj institutions and middle and low level functionaries.

Greater International Engagement

The National Institutes have provided a traditional hub of dissemination of Indian Development experience, training methodologies and technologies with the South Asian, Asian Pacific, Middle Eastern and African countries. Their shared colonial past, environment of deprivation and the recent shared growth makes India a pivotal leader in this field. These countries find Indian technologies more affordable and their experiences quite relevant. The relations are, besides, governed by compelling strategic-political considerations. The vision as a world institution remains incomplete without upgraded international engagement as a provider.



Objectives

- i. To emerge as a hub of international training with backward and forward linkages with the developed and the developing world;
- ii. Extend the outreach to international clientele group in both these groups of countries;
- iii. Make tie-ups with the Indian and western centres of excellence for faculty exchange, course sharing and other collaborative programmes;
- iv. Gear-up academic preparedness to meet the international training needs;
- v. Access international institutions to develop mutual cooperation in strengthening international training endeavours;
- vi. Expand the faculty and physical infrastructure base to meet the international requirements;
- vii. Designing and marketing the training at international level;
- viii. Generating regional level (SAARC, South Asia, Asia-Pacific) reports on issues related to rural development; and
- ix. To generate a 'niche' for NIRDPR in the realm of international training.

Strategies

- i. Setting-up of exclusive Centre for International Training with consultant-panel comprising noted academics, former and serving diplomats, development administrators and international bureaucrats to provide strategic policy inputs;
- ii. Procuring technical support to maintain data and interactive communication for international training;
- iii. Exclusive Wing (within the Centre) for accessing international funding agencies and patrons;
- iv. Technical and manpower support to maintain prolific interactive portal to keep abreast with international market requirements;
- v. Designing international off-campus programmes to meet the training needs of specific country; and
- vi. Creating international standard physical facilities.



Source of Financing

- i. Expand the access to existing international scholarship base sponsored by Ministry of External Affairs;
- ii. Accessing specific events or programmes or secretariats being in operation under different bi-lateral or international agreements (ex. SAARC, Common Wealth, ASEAN etc.);
- iii. Course Fee;
- iv. Funding from International Funding sources
- v. Contribution from partner institutions

Networking of Training Institutions

Rural Development sector in terms of financial investment, knowledge and information have been expanding dramatically, in the present world towards bringing equity in regional development, quality of life, providing basic amenities, social sector development, enhancement in the productivity of resources, economic and employment opportunities. There has been specialized expertise and rich experience evolved by numerous institutions engaged in the promotion of rural development in India and across the world, and there is an urgent need for networking of these institutions, to strengthen the expertise and resources available, for accelerated rural development, in training, research, action research and academic programmes.

The National Institute of Rural Development and Panchayati Raj is organically linked to the State Institutes of Rural Development which in turn serve as an apex Institution for the Extension Training Centres. Some of the States like Sikkim have been quick to realise the importance of training and have provided for allocation of one per cent of the funds for training institution. It is necessary to create a continued chain of training institutions from the national level down to the Panchayat level.

All the SIRDs are not properly equipped and empowered to meet the expected requirements. Keeping this in view, an Envisioning Exercise has been undertaken and that vision is sought to be carried forward as an unified training vision for the country.



Objectives

- i. Rural Development is the largest development programme of the country in terms of its reach, size of financial investment and number of public functionaries associated with its implementation.
- ii. It is a high priority programme as it is concerned with the basic needs of population and improving the conditions of the large number of rural poor.
- iii. The task of rural development is complex as it involves working with the people and dealing with a host of institutions and agencies in the process of implementation of the programme.
- iv. With the establishment of the Panchayati Raj system in the country, millions of elected members of Panchayats are now directly involved in development planning and implementation process.
- v. It is therefore imperative that the functionaries engaged in rural development process are properly trained and oriented to the demands of their roles and responsibilities.

Strategy of Training

- i. Any strategy for training rural development functionaries and panchayati raj must contend with the large size and variety of clientele group scattered widely in small towns and villages all over the county.
- ii. Need to adopt a multi-pronged approach.
- iii. Strengthening the training infrastructure For Rural Development and Panchayati Raj across the country.
- iv. Using the training infrastructure of other departments and agencies.
- v. Compulsory induction training of development functionaries at all levels.
- vi. Using distance education mode to supplement and complement institutionalised training.
- vii. Networking of training institutions.
- viii. Undertaking Training Need Assessment exercises for all types and categories of clientele group, both officials and non-officials.



- ix. Designing training packages and modules based on the findings of TNA.
- x. Preparation of course material which is focused on the modules.

Faculty Development

Need to create core faculty of professionals in the identified specialised areas.

- i. Faculties should be provided opportunities for upgradation of knowledge and skills in their specialised areas
- ii. All faculties of training institution should also be exposed to basic training skills and training programme designing course to enhance their effectiveness.

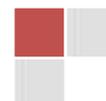
Current Institutional Infrastructure

Institutional infrastructure includes training institutions directly funded / promoted and nurtured by the MoRD and institutions of other sectors which have a strong natural relationship with rural development. These could be expressed in terms of the following broad categories.

1.	Central Government funded/ supported institutions	NIRDPR, LBSNAA IIPA, SIRDs ETCs, other sectors specific institutions
2.	State Government funded institutions	ATIs, PRTCs, other sectors specific institutions
3.	Non-Government sector institutions	IRMA, BIRD, etc.
4.	Others	Deemed Universities, NGOs, other technical and academic institutions

Need for use of IT Applications in Rural Development and Panchayati Raj Training

There has to be a systematic approach on training of functionaries and elected representatives of PRIs, through a cascading mode by use of information technology. In this context, the opportunities offered by satellite connectivity provided by ISRO for organising SATCOM mode of training can be considered. Development of common software packages with provision for appropriate customisation by States is also important.



Integration of Vision of SIRDs with NIRD

NIRDPR as an apex organisation in the field of RD training and research is playing an important role in rendering needed assistance to the State RD institutions. Since the mandate of NIRDPR and State Institutions viz., SIRDs and ETCs are one and the same, it is proposed to integrate the vision of NIRDPR with the envisioning of SIRDs so as to have an effective outcome for conduct of training programmes to the RD and PR functionaries at different levels across the country.

Monitoring System

A Centralised Monitoring System need to be established at NIRDPR to follow up the progress of implementation of the Perspective Plans of the SIRDs. This monitoring system needs to analyse the number of training programmes conducted for various functionaries in different institutions across the States and at random to evaluate the quality of training programmes and their impact in improving the performance levels of RD and PR functionaries, for this purpose a suitable software package can be developed apart from creation of an exclusive web portal at NIRDPR so as to have linkages to it with all SIRDs vis-à-vis the Perspective Plans.

Source of Funding

There is a need for expanding the resource base to facilitate the RD institutions to organise more number of training programmes, including outreach programmes in collaboration with other training institutions through networking. Possible sources to raise resources for training could be:

- i. Increase in training budget
- ii. Allocation of funds from the programme specific budget
- iii. External aided projects
- iv. State Funds

Up gradation of facilities at NIRDPR

Integrated rural development through holistic approach is a national commitment. The goal is to enrich the quality of life of the poor by meeting the basic needs and generating employment opportunities on a wider scale through decentralised planning. The mission of NIRDPR is to facilitate rural development vigorously through government and non-governmental initiatives.



Objectives

- i. NIRDPR is the country's apex body for undertaking training, research, action research and consultancy functions in the rural development & PR sector.
- ii. It works as an autonomous organisation supported by the Ministry of Rural Development, Government of India.
- iii. It trains around 30,000 participants every year who come from different states of the country and world.
- iv. The Institute is organising one year PG Diploma Programme in Rural Development Management to develop a committed cadre of Rural Development Management Professionals in the country.
- v. Additional effort has been put in for distance learning in Sustainable Rural Development Management for one year.

Conventional Hall

Proposal for construction of International Conventional Hall was already approved by the Executive Council and a Foundation stone was laid by His Excellency Late Shri Krishna Kanth, the then Vice-President of India in 2010. The work is yet to be started.

Improvement to Physical/Training Infrastructure

- i. Procurement of modular furniture - In order to improve the working environment, office furniture in NIRDPR is proposed to be replaced with modular furniture of International standards.
- ii. Installation of Plasma TVs in Conference Halls
- iii. Installation of CCTVs at appropriate places to ensure better security
- iv. Construction of additional Conference Halls
- v. Furnishing the Guest House rooms with up-to-date international standard furniture

Deeper Engagement with Panchayats (Extension to the Scheduled Areas) Act 1996

In December 1996 the Parliament passed the Panchayats (Extension to the Scheduled Areas) Act, making it a part of the Constitution and recognizing the right of the tribal communities to self – governance. There are 10 States – Andhra Pradesh, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Madhya Pradesh, Maharashtra, Orissa, Rajasthan and Telangana that have Fifth Scheduled Areas and are covered by the provisions of PESA. PESA is historic because it legally recognizes the



rights of the tribal communities to have a command over their own natural resources, to preserve their way of life, to strengthen their system of self-governance and create legal spaces and institutions that can not only reverse the cultural and political onslaught on them, but also can create opportunities to guide their own destinies. However, the problem is one of operationalization. As things stand the provisions of this futuristic Act have been made efficacious in any of the nine states in total effect, apart from some cosmetic changes made in the states.

Objectives

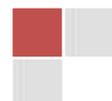
- i. To collect the tribal customary laws which have not been comprehensively collected or codified. To identify and propose legal changes to give effect to PESA.
- ii. To help State Governments in implementation of PESA by preparing procedural laws and rules.
- iii. To help State Governments by designing appropriate administrative structures for supporting the implementation of PESA.
- iv. To undertake social mobilisation and create tribal demand for faithful implementation of PESA.
- v. To undertake capacity building of the members of the Gram Sabha and elected Panchayat Representatives in the PESA areas.

Strategies

- i. The instrumentalities for implementation of PESA have been divided into 4 quadrants — (a) Amendment to the laws in consistent with PESA; (b) evolving procedural laws and manuals in consultation with the village community for functioning of the Gram Sabha and other institutions; (c) preparation of appropriate administrative structure for implementation of PESA at village and other levels, and (d) to undertake capacity building of the office bearers of Panchayats and the members of the Scheduled Areas.
- ii. PESA recognises the tribal customary laws as the basis of governance. However, these customary laws have not been collated anywhere in respect of most instances of tribal communities. Collaborative efforts will be undertaken with the State Tribal Development Research Institutes and other civil society organizations for the collection and collation of such tribal customary laws.

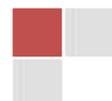


- iii. The Gram Sabha in PESA is not functioning as in most States, the procedural laws and Rules have not been framed. It has been the experience that the Rules framed by administrator and others are so tedious that they do not suit the tribal societies. Besides, there has to be differentiation between the tribal communities depending upon the state of their 'Sanskritisation'. Hence, it is proposed to evolve procedural manuals in consultation with the communities for specific areas and tribes.
- iv. In PESA the powers including residual powers have been vested in the Gram Sabha and not in the Panchayats. This requires that there should be appropriate supporting structure at the Gram Sabha level to enable it to function. There can be no one uniform administrative structure for the entire PESA areas. Administrative structure will have to be evolved on area specific and tribe specific basis.
- v. There are lot of movements building up within the tribal communities and in the tribal areas. A mapping and recognition of these movements need to be attempted as they range from extremely peaceful to extremely violent.
- vi. The successful implementation of PESA requires a firm base. People constitute the base of the Gram Sabha and will have to be capacity endowed so that the institution could function successfully. Hence, a massive capacity building programme for the PESA areas will have to be undertaken.
- vii. These programmes cannot be undertaken institutionally by the NIRDPR in collaboration with the SIRDs alone. Hence, a whole lot of civil society based organizations and other organizations will have to be involved in the process.
- viii. PESA is inextricably linked with forest rights and rehabilitation policies. Basic capacity building in regards to these vital aspects will also have to be undertaken.



Action Plan for Training of Rural Development Functionaries and Elected Representatives of Panchayati Raj Institutions

1. The Action Plan of Training in Rural Development sector including the Panchayati Raj Institutions that follows has been drawn up in line with the Training Policy of Ministry of Rural Development. It essentially aims at having a convergent and coordinated approach to training to derive the maximum mileage out of the resource invested. This is a macro plan which is basically indicative in nature. The expectation is that the States will devise their own plans and strategies drawing from this macro plan. This is based on the recognition of the fact that each State has its own Panchayati Raj Act and the level of devolution of powers also varies in each state. The history of holding elections of Panchayati Raj Institutions, training setup, training methodology all have regional and state wise variations. The Action Plan also recognizes that a large amount of effort has already been put into training and capacity building of elected representatives of Panchayati Raj Institutions and RD functionaries. Such efforts, made through a variety of implementing agencies funding from diverse sources have been asymmetrical and irregular and have a wide variation from State to State. However, the gains made through such efforts, will be not be allowed to be wasted, by consciously avoiding the 'Clean Slate Trap'. These gains will be documented, consolidated and built upon. However, they will have to focus on the priorities laid down in the Training Policy of elected representatives of Panchayati Raj Institutions and Rural Development functionaries of Ministry of Rural Development.
2. The basic elements of the action plan are the following:
 - a. Identification of people to be trained at various levels
 - b. Elements of Training Action Strategy –
 - Identification of training needs of the various categories and levels,
 - Development of training content and modules
 - Implementation of training modules through development of trainees specific Training Strategy
 - Training of Trainers for Decentralized training
 - Networking at national, state and sub-state level of training institutions, including the ones in non-government sector



- c. Nodal review and monitoring mechanisms, ensure a convergent and coordinated approach, while building upon state specific training content and methodology
- d. Budget and Financing

Identification of people to be trained at various levels

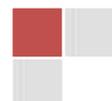
Based on an assessment of the stake holders and the functionaries and the representative involved in rural development, including the needs of the rural people, particularly the people below poverty line, the following broad categories have been identified for the purpose of imparting training

- Members of Parliament and Members of Legislative Assembly
- Elected representatives of Panchayati Raj Institutions-
 - Zila Panchayat level
 - Block / Intermediate Panchayat level
 - Village Panchayat
- Govt. functionaries at Policy making level in the Centre and the States
- District level officers having the broad responsibility of providing leadership, direction and monitoring to Rural Development programmes
- Other district level officers assigned to specific responsibilities and block level officers and specialized functionaries – e.g. accountants
- Grass root level workers
- Department/Activity specific functionaries
- Functionaries assigned to Panchayati Raj Institutions
- Organizers/workers in the voluntary sector/NGO sector

The following tables identify the approximate number of elected representatives and officials engaged in Rural Development and Panchayati Raj Institutions:

About 28.5 lakh elected representatives of PRIs and 9.31 lakh RD functionaries requires to be trained. It will be impossible to impart training to such a large number of officials / elected functionaries in a year. Therefore, the number of elected representatives of PRIs which can be targeted for training annually can be taken at one third the above number and for Rural Development functionaries, this number can be taken at one-fourth the number.

Apart from these, there are a number of functionaries from other sectors such as banking, construction who are directly involved in the implementation of the programmes. Volunteers of the



NGOs sector are yet another category. The self-help group also emerges as a pressure group, who could be equipped with knowledge on Rural Development and Panchayati Raj.

Elements of Training Action Strategy

The Training Action Plan would encourage a convergent and coordinated approach and will also build upon state specific training content and methodology.

Given the diversity of the target group and the vast variety in the themes for capacity building of Rural Development functionaries and elected representatives of Panchayati Raj Institutions, it is impossible for a single agency to conduct capacity building of the entire target population. Therefore, a multi-agency network approach is essential for decentralizing the capacity building exercise. The Training Action Plan would incorporate designing of training programmes based on formulation of training objectives which are derived from a training needs assessment of the target group. The implementation of the training modules will be evaluated on the basis of feedback from the recipients as well as the impact on objective achievement. Such feedback/ evaluation forms a vital input to better identify the gaps in capacity building which can then be used to modify the training modules to make them more effective. The key elements of such Training Action Plan are depicted below:



** With scope for revision in various elements of the cycle based on concurrent feedback and evaluation system*

Identification of training needs

Capacity building starts from identifying the needs of individual and group learners. Training needs are clearly linked to the functions and responsibilities actually exercised by local governments, thus the following must be taken into account:

- a) Educational status and knowledge of the current state of affairs
- b) Basic level of understanding and skill
- c) Functions assigned/expected to be performed

A practical way to assess training needs would be to select representative sample of local government, both good and bad, and closely study their functioning. Thereafter discussions with elected leaders and officials would throw considerable light on gaps in knowledge, awareness and skill. Once courses are designed and conducted, the initial assessment could be regularly refined through feedback from participants.

A quick review of the work done so far by NIRDPR, SIRDs and other institutions including the institutions in the NGOs sector reveals that exercises have been undertaken in the past, often quite rigorously to identify the training needs of various training target groups. Some TNA exercises have been carried out under externally funded projects. The need is to use this work along with the enrichment and adjustments needed with every new development and the new trainee groups. The tendency to narrow down the application of the work done under various capacity building projects to those projects alone is to be avoided. The specific actions needed towards TNA in the immediate and on continuing basis are the following:

- a) Consolidate the work done already
- b) Conduct training modules already developed on the basis of the TNA exercise
- c) Enrich and adjust the Module content and methodology on the basis of such field experiences
- d) Concurrently review the modules on the basis of trainee feedback
- e) Sharing of training modules between States and Institutions on identical subjects



Development of training content and modules for general level and specific levels

The core content, based on the TNA exercises carries out, as already identified by various expert groups and institutions for training module for each level of elected representatives of Panchayati Raj Institutions and Rural Development functionaries is given below. The state specific content (e.g. State Panchayati Raj Act passed, powers devolved, other related legislations and executive flats, etc.) have also to be incorporated, in the training content at each level.

Cross Cutting Themes for MPs/MLAs/MLCs/ZPs/Mandal

- a) The Fundamental Basis of PRIs; Democratic Decentralization and Self-governance with the attendant responsibilities, which will include discussion on Salient Features of Constitutional 73rd Amendment Acts and roles and responsibilities of elected representatives and enabling statutory provisions.
- b) Coordination with different tiers of PRIs and line departments and managing the relationship between officials and elected representatives.
- c) Resource utilization and own resource mobilization to improve the Panchayati Raj functioning.
- d) Team work, Motivation, Public Interface and interaction.
- e) The concept of Micro Level Participatory Planning, Accountability and Transparency.
- f) Rural Development Programmes, emphasis on Community Based approach to Poverty Alleviation and Rural Development (SAGY, MGNREGS, NRLM, Watershed Development Programme etc.)
- g) Gender sensitivity issues in development
- h) Natural resource Management for sustainable development.

Specific themes for Chairpersons/Members of ZP and Intermediate Panchayat

- a) *Conducting of Meetings of ZillaParishad, Mandal Panchayats and Standing Committees.*
- b) *Basic Accounting Registers and Budgeting of ZillaParishads and Mandal Panchayats.*
- c) *Rules relating to receipts and expenditure of ZillaParishad and Mandal Panchayats.*



Cross Cutting Themes for Chairperson and members of Village Panchayat

- a) The Fundamental Basis of PRIs; Democratic Decentralization and Self-governance with the attendant responsibilities, which will include discussion on Salient Features of Constitutional 73rd Amendment Acts and roles and responsibilities of elected representatives and enabling statutory provisions.
- b) Roles and responsibilities of Gram Panchayat Members and Sarpanch and Coordination with different tiers of PRIs and line departments and managing the relationship between officials and elected representatives.
- c) Resource mobilization to improve the Panchayati Finances including Community Resource Mobilisation.
- d) Team work, Motivation, Public Interface/interactive/dialogue.
- e) The concept of Micro Level Participatory Planning as a tool for village development
- f) Rural Development Programmes, emphasis on Community Based approach to Poverty Alleviation and Rural Development (NRLM, Watershed Development Programme etc.)
- g) Conduct of Gram Panchayat Meetings and Gram Sabha Meetings.
- h) Accountability and Transparency in Administration.
- i) Basic Accounting Registers and Budgeting of village Panchayats.
- j) Rules relating to receipts and expenditure of village Panchayats.

Cross cutting themes for District Level and Sub-District/Block Level Rural Development Officials

- a) The basic concepts and philosophy of Democratic Decentralization and Self-governance with the attendant responsibilities, which will include discussion on Salient Features of Constitutional 73rd Amendment Acts and roles and responsibilities of elected representatives and enabling statutory provisions.
- b) Administrative Coordination with different tiers of elected representative Panchayati Raj Institutions.
- c) Accountability and Transparency in Administration.
- d) Rural Development Programmes, emphasis on Community Based approach to Poverty Alleviation and Rural Development (NRLM, Watershed Development Programme etc.). Emphasis on innovative approaches and problem solving
- e) Gender issues



- f) Natural resource management for sustainable development.
- g) Working with others stakeholders including NGOs and Private Sectors.

Specific Themes for District Level Rural Development Officials

- a) *Monitoring and evaluation of Rural Development programmes*
- b) *Formation and strengthening of SHGs*
- c) *Elements of micro finance and credit*
- d) *Maintenance of accounts at block offices and settlement of audit objections*

Themes for Village Level Rural Development Officials

- a) The basic concepts and philosophy of Democratic Decentralization and Self-governance with the attendant responsibilities, which will include discussion on Salient Features of Constitutional 73rd Amendment Acts and roles and responsibilities of elected representatives and enabling statutory provisions.
- b) Innovative methods for realizing existing taxes taking regional variations into account.
- c) Conducting enquiries on encroachments and registration procedures.
- d) Distraints, prosecution and other legal matters.
- e) Technicalities of water supply, sanitation, drainage and electrification
- f) Maintenance of Accounts and Settlement of audit objections
- g) Convergence of various Self Help Groups at village level
- h) The nature and mode of imparting the subject to various levels would vary with the needs of the target group.

Implementation of Training Modules

Decentralized training through a multi institutional network approach will be the essence of the Action Plan. The basic aspects of this strategy will be the following:



1. Training of Trainers programme for Decentralized training

Considering the need of a large number of trainers/resource person to cover the vast areas of the country, trainers would be drawn from the faculty of the institutions, serving officials, local talents (i.e. ex-sarpanchas and ex-officials workers in the NGO sector capable of imparting training at the grass roots level. Such identified persons would be enabled to impart training through Training of Trainer (ToT) courses. These would not only impart skills to the trainer but also assess the trainer's potential to train as well as inculcate an appropriate value system. Some NGOs, Institutions already use such resource persons for the purpose.

2. Conduct of training in a Cascading mode

Effort would be to create a hierarchy of trainers to pass down knowledge from one level of trainees to another until it reaches the end user. Proper planning would ensure that Cascading Training can create a set of Resource persons ('Trainers on Call') who could be approached for handling different modules of training spaced at appropriate intervals.

3. Imparting of Training in a Phased manner

To start with the newly elected leaders must become familiar with the basics of local governance and details of responsibilities and resources devolved on them. Meaningful planning of activities and interventions at the local level would be another major area of attention implementation issues would also be a part of it. Subsequently, at regular intervals, thematic training programmes covering core development issues can be organized based on the felt needs. Thus the need of capacity building, particularly for elected leaders could be multi-subject and multi-dose after the initial training. Required adjustments and improvements can be made in this approach for subsequent generations of elected representatives of PRIs.

4. Evaluation

Evaluation is an important component of training and a tool to analyse the knowledge, skill and attitude gained by the trainees as well indicator to evaluate the entire methodology of the Training imparted. Evaluation shall be an integral part of any training. Evaluating Training Programs can be of four levels are:



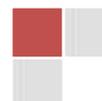
1. **Reaction:** This level measures how your trainees (the people being trained), reacted to the training
2. **Learning:** At this level how much trainees have learned. How much has their knowledge increased as a result of the training?
3. **Behavior.** At this level, one evaluates how far the trainees have changed their behavior, based on the training they received.
4. **Results:** At this level, one analyzes the final results of the training. This includes outcomes that any organization has determined to be good for the employees, or good for the bottom line.

Nodal review and monitoring mechanisms

Decentralized training through a multi institutional network approach calls for a mechanism to ensure a convergent and coordinated approach, while building upon state specific training content and methodology. The Ministry of Rural Development would be the nodal Ministry for the basic task of coordination and review of the nationwide effort of capacity building of Rural Development functionaries and elected representatives of Panchayati Raj Institutions. A National Advisory and Steering committee heads by DG, National Institute of Rural Development and Panchayati Raj, with Joint Secretary (Trg.), Ministry of Rural Development as a member, Senior and experienced faculty from NIDPR, may be formed with representation from SIRD (by rotation), reputed NGOs in the field of training, National level training institutes (e.g. LBSNAA, IRMA, XISS, IIM, etc.) to provide a wider participatory institutional framework to the Ministry. This would ensure interaction between the policy framers, training module designers and implementers of the training action plan in the field and the intended beneficiaries.

At the State level

Advisory and Steering Committee would be formed headed by the Director of the State Institute of Rural Development (or by the Director of any other similar institution nominated as nodal agency by the State Government, where SIRD is still not in proper place), consisting of 10-15 members, including representatives of Panchayati Raj and Rural Development Departments of the State Government, State specific NGOs, representative of NIRD (State Link Officer), representative of Ministry of Rural Development and representative from sister training institutions. The Committee



can also co-opt as members representatives of Development Centres of academic institutes in the State which may be involved in action oriented research in the field of Panchayati Raj/Rural Development. The Committee can also consider representation by rotation of various ETCs, ZPs/Blocks of DRDAs etc. Identification and use of infrastructure, Implementation of training, ways and means of making it more effective and meaningful could be some of the key areas on which the Committee could help the nodal implementing agency and the State in the planning and implementation of the training strategy.

Training Material Preparation

Meaningful implementation of the training action plan cannot be possible without a directed effort to produce relevant print and electronic training material for different programmes and categories of functionaries. Production of training material in regional languages may be done at the state level under the supervision of the committee of experts on training materials who would prepare the outline of course material. Preparation of training materials for different levels of trainees requires an understanding of the training needs and also the most effective methods of imparting training. These would vary from State to State and from one level of functionaries to the other. Such material can be disseminated and reproduced for training at various levels in the State.

a) IEC

Spreading awareness of the training programme amongst the target groups particularly the elected representatives from the weaker and backward sections of society is imperative for the success of the training strategy. Radio, awareness camps, sign boards and posters, other traditional methods (cultural troupe etc.) can be used to improve awareness and encourage greater participation in the training programmes. Such efforts may be well directed so as to ensure that they are used to target such part of the target population (weaker and backward sections), which would otherwise be reluctant to participate in the process of training.

b) Other contingencies

A small part of the budget would be earmarked to deal with hitherto unseen expenditures which could arise during the course of implementation of training programme.



Resources of Programme Divisions of Ministry of Rural Development

Training recommendations have been made by various technical and expert groups set up to look into the training issues in the past to suggest earmarking 1% of RD programme funds for training. Recognizing the difficulty in applying the criteria of 1% flatly to all the programmes, including the programmes under which financial provisions are basically for construction of roads or houses it is proposed that the programmes where human content in the effective implementation of programmes is critical and vital, must earmark 1% of their total allocation for training and human resources development. Besides the Programmes of Technology Mission on Drinking Water, Rural Housing and Rural Connectivity, which are largely the construction activities oriented programmes, directly provide for the training of technical and skilled people to cater to the specific requirements of these programmes; and hence these will continue as it is. It is proposed that the programmes contribute 1% of their total Budget Allocation of the year towards the head Training. These funds would be made available to the Training Division. The amount thus institutions and Rural Development functionaries, in their respective States

The present pattern of funding and sharing of cost between Centre and the State has been examined. The pattern followed under various schemes relating to training, varies. Many schemes, allow the release of 100% funds for the programme to the identified institutions/ State Governments. These amounts are small though the training of Panchayati Raj is on a different footing. The Scheme take into account contribution from State Government and the following pattern release is being followed:

For State Governments	For Others
<ul style="list-style-type: none"> •20% for lodging and boarding •50% for other items 	<ul style="list-style-type: none"> •100% to NGOs and Institutions

No specific basic could be found for the above patterns of funding/cost sharing, as these are old ongoing programmes/schemes and usually sharing precedent dictated the pattern of funding to be adopted.

Following the funding pattern generally followed in the programmes of Ministry of Rural Development, it is suggested that 75% of the cost of the training Programme be borne by the Central

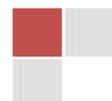


Government. This should ensure uniformity of the funding pattern with others Schemes/ programmes of the Ministry as well as encourage the States to take up the training programme enthusiastically.

Release Mechanism

The following procedure for release of funds under the training programme is suggested:

- a) Each State Government is to designate the State Institute of Rural Development as the State Nodal Agency (SNA). In the States in which SIRDs is not in place, the State Government may be asked to nominate a State level apex training institute as SNA.
- b) Every SNA shall prepare an annual work plan for training of Rural Development functionaries and elected representatives of Panchayati Raj Institutions of the State during the year. Based on the work plan an annual State Training Calendar would be prepared specifying Number and Type of Courses to be conducted during the year, which would be submitted through the State government to the Ministry of Rural Development.
- c) The State Government while forwarding the Annual Work Plan to Ministry of Rural Development would give a commitment for timely release of the State share of budgeted amount (in the work plan), of the SNA.
- d) The Annual Work Plan and Training Calendar would be examined by Ministry of Rural Development, following which 50% of the approved Central share shall be released on the fulfilment of the following conditions
 - (i) Receipt of utilization certificate of the Central share 1st instalment
 - (ii) Confirmation of release of State share to SNA
 - (iii) Submission of statement of expenditure incurred by the SNA
 - (iv) Progress report of the training programmes conducted.
- e) The Central share is to be utilized within the financial year of this sanction, unless it is revalidated/authorized by the Ministry of Rural Development to be utilized in a subsequent year.



Conclusion

The National Training Policy is basically a set of Operational Guidelines for the development of the human resources of the Government. The objectives and strategies of every aspect related to the national training policy are explained in depth giving an elaborative understanding.

We have seen that the overall idea of the National Training Policy is to ensure basic training for all rural development initiatives and Elected Panchayat Representatives, with full coverage in a time bound manner. The whole document narrated about the National Training Policy's vision, mission and mandated objectives including the frameworks and the strategies of Rural Development and Panchayat Raj.

The training policy has ensured to meet up the basic objective of the origination of the national training policy. This national training policy mainly aims at the resource mobilization, international engagement, training periodicity, networking of training institutions and all other aspects that required for a rural development professional.

